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REVIEW OF THE EFFICIENCY OF THE ADMINISTRATIVE AND FINANCIAL FUNCTIONING OF THE UNITED NATIONS

PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1994-1995

High-level posts

Report of the Secretary-General

1. As indicated in paragraph 79 of the introduction to the proposed programme budget 1994-1995, the allocation of the established high-level posts included in that submission reflected the staffing table approved by the General Assembly in its resolution 47/212 B, pending the finalization by the Secretary-General of his proposals with respect to the number and overall distribution of such posts to meet the requirements of the next biennium. The present report supplements the programme budget submission and contains the Secretary-General's proposals with regard to the requirements of the Organization in relation to high-level posts for the biennium 1994-1995.

2. It will be recalled that, following its consideration of the revised estimates, the General Assembly approved the Secretary-General's proposals for the abolition of 11 high-level posts. This resulted in a reduction in such posts of some 23 per cent, from 48 to 37. The Assembly deferred action on the Secretary-General's proposals for the abolition of an additional 5 high-level posts and requested the Secretary-General to review them.

3. The Secretary-General has accordingly reviewed his proposals in the context of an overall review of the senior structure of the Organization. In so doing, he has taken into account views on the matter expressed by the Advisory Committee on Administrative and Budgetary Questions (ACABQ), and by Member States in the General Assembly and a number of intergovernmental forums. He has decided that, despite the dramatic expansion in the activities of the United Nations, he will not propose any increase in the number of such posts.

4. The location of the majority of posts will remain unchanged. In the economic and social sectors in particular, the General Assembly has already

acted on the Secretary-General's proposals to establish three new departments headed at the Under-Secretary-General level. In the present document the Secretary-General is proposing further redeployment of posts to areas where responsibilities have expanded, or where Member States have consistently requested action to strengthen management. There are other areas where he considers that a more streamlined senior structure will further an integrated approach to interrelated issues, leading to increased efficiency and improved programme delivery.

5. In this regard, the Secretary-General would draw attention to his overall approach towards the exercise of managerial responsibility within the Organization. The purpose of his efforts to streamline the senior structure is not merely to achieve economies, but rather to ensure clear lines of responsibility and reporting, greater managerial accountability, and a better understanding that the various mandates of the Organization are all parts of a greater whole. Another important element is to ensure an appropriate mix of career staff and non-career appointees.

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6. On a broader plane, the Secretary-General is committed to strengthening the international civil service, to preserve its independence and integrity and to promote the highest standards of efficiency and competence. In this regard, he has expressed his intention to continue to work for more competitive terms and conditions of service. The quality and motivation of the staff will, in the final analysis, determine the success of the Organization in meeting the challenges ahead.

7. In this context, the Secretary-General indicated in the revised estimates that he was studying the possibility of a senior career level beyond the D-2 level - the so-called D-3 - for selected high-level managerial responsibilities. The Secretary-General has taken into account the views of ACABQ and Member States on this matter. He has also had the benefit of independent expert advice.

8. He has come to the conclusion that there is no need to introduce a new category of senior permanent appointments. He believes that his objective of ensuring the most desirable balance between political leadership and continuity in managerial support can be met within the existing higher echelon structure. In making appointments at the Under-Secretary-General and Assistant Secretary-General levels, he will keep this essential balance in mind. He also intends to move towards a situation where, within the current structure and complement of posts, the senior political appointee in charge of a department or office, and accountable to the Secretary-General, will be directly supported by a senior career official.

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9. In accordance with the objectives outlined above, the Secretary-General's proposals relating to high-level posts for the biennium 1994-1995 are set out below. They are based on his analysis of the managerial requirements of the Organization for the next biennium and take into account the importance attached by Member States to meeting new and increased demands through redeployment of

resources. They are made within the existing higher echelon structure and do not include, in spite of the major expansion in demands facing the Organization, any requests for additional posts, but rather some redeployment of high-level posts within the number authorized by the General Assembly, and the proposed abolition of one Under-Secretary-General post. As indicated in the annex, the location of all other high-level posts is unchanged.

Administration and management

10. The Secretary-General has paid particular attention to the management structure of the Department of Administration and Management (DAM). At this time of great change, it is crucial that this key Department be able to play its role in supporting the transformation of the Organization. The Secretary-General accords high priority to the effective functioning of this Department, particularly to enhancing its responsiveness to the changing requirements of the Organization, and to improving its interface with intergovernmental bodies to ensure a timely flow of information and effective consultations between Member States and the Secretariat.

11. A basic requirement in this respect is to enhance coordination and to ensure constant interaction between its constituent parts in order to permit all relevant budgetary, personnel and other considerations to be taken into full account in decision-making. The Secretary-General considers that the previous structure of the Department, with four Offices each under distinct senior management at the Assistant Secretary-General level, was not conducive to these objectives. The Secretary-General's proposal in the context of the revised estimates with respect to high-level posts in the Department was made in that perspective and aimed at reducing the fragmentation of the Department and fostering an integrated approach to all the interrelated management issues, coordinated by the head of the Department.

12. In the light of experience, and having taken into account the views of ACABQ and Member States, the Secretary-General has revised his proposal. The review which has been conducted has strengthened the Secretary-General's conclusion that, at a time when the Organization is faced with increasing and interrelated mandates, a more unified, coordinated approach to all managerial functions is indispensable. At the same time, the Secretary-General has taken into consideration the need to provide adequate support to the Under-Secretary-General, as well as the level of responsibilities carried out within that Department and the expanding demands facing it in assisting the Organization to respond to ever more complex mandates.

13. The Secretary-General therefore proposes to allocate two Assistant Secretaries-General to the Department of Administration and Management, one to serve as Controller and oversee both the budgetary and personnel functions of the Department, and the other to oversee both the functions relating to conference services and general services. The latter will assume responsibility for the provision of secretariat services to the General Assembly and the Security Council, currently carried out within the Department of Political Affairs. The four Offices within the Department - OHRM, OPPBF, OCS and OGS - will be headed at the Director level. In this way the identity of each of these services will be maintained, while the reporting lines through two Assistant Secretaries-General will enable them to ensure coordination of all interrelated

issues and to assist the Under-Secretary-General in the exercise of overall managerial responsibility for the Department.

Inspections and investigations

14. In order to strengthen mechanisms to ensure accountability, the Secretary-General deems it essential that the Organization's audit and inspection capacity be enhanced. The Secretary-General proposes to redeploy for this purpose one of the Assistant Secretary-General posts currently in the DAM staffing table. This measure responds to repeated expressions of concern on the part of Member States, which he fully shares. The Assistant Secretary-General will report directly to the Secretary-General, and head an Office established through redeployment of relevant elements of existing entities in this area. The Office will strengthen internal oversight, assist in ensuring proper use of resources and promote greater efficiency and effectiveness in the implementation of United Nations programmes.

15. The Office is an integral part of the Secretariat, reporting to the Secretary-General. It is, however, entirely independent in the conduct of its duties and responsibilities, and has the authority to initiate any audit, inspection or investigation without prior clearance.

Political affairs and peace-keeping

16. In view of the expanding responsibilities of the Organization in peace-keeping and in preventive diplomacy, peacemaking and peace-building, and their interrelated nature, the Secretary-General proposes to strengthen the management of the Department of Peace-keeping Operations and to modify the senior structure of the Department of Political Affairs.

17. The consolidation of all political activities into a single Department of Political Affairs has created better conditions for monitoring and analysing political developments and identifying situations in which the United Nations can play a preventive, peacemaking, peace-keeping or peace-building role. It has also made possible more effective political oversight of peace-keeping operations, thereby ensuring the coherence and harmonization of political directives issued to missions in the field and facilitating preparation of reports to the General Assembly and the Security Council.

18. The task of supporting the Secretary-General in his efforts to control and resolve disputes and conflicts requires, above all, the exercise of mature political judgement. It also requires skill and experience in negotiating and involves continuing high-level interaction with representatives of the parties to the many disputes or conflicts in respect of which the General Assembly or the Security Council has entrusted a mandate to the Secretary-General. There is also a need for much time-consuming travel for operational or representational purposes.

19. In the light of these requirements and in furtherance of an integrated approach, the Secretary-General proposes that the Department be headed by a single Under-Secretary-General supported by two Assistant Secretaries-General. This structure will enable the Under-Secretary-General to exercise policy oversight of all the Department's activities, including those of the Centre for

Disarmament Affairs, with direct managerial responsibility being divided between the two Assistant Secretaries-General on a geographical basis. One of the Assistant Secretaries-General will be responsible primarily for African issues. As already mentioned, the function of providing secretariat services to the General Assembly and the Security Council will be transferred to the Department of Administration and Management.

20. Accordingly, the Secretary-General proposes to abolish one of the Under-Secretary-General posts currently in the Department of Political Affairs and to redeploy to this Department one of the Assistant Secretary-General posts currently located in the staffing table of the Department of Administration and Management.

21. The establishment of the Department of Peace-keeping Operations, which incorporated the former Office for Special Political Affairs, including the Office of the Military Adviser, has served to enhance the Secretariat's capacity for the planning, preparation and coordination of United Nations peace-keeping operations. In the past year, these operations have witnessed a sixfold increase in personnel and costs, as well as major qualitative changes in their scope. The consequent need for a stronger capacity at Headquarters to supervise and direct missions has been recognized by both the Security Council and the General Assembly.

22. The current budget submission contains proposals for an expansion of functions and staff assigned to this Department, including the integration in the Department of the Field Operations Division which is responsible for all aspects of administrative and logistical support for peace-keeping operations, as well as other field missions. It also provides for reinforced internal structures, including a new Planning Section, a Policy and Analysis Unit and a 24-hour Situation Room linked to all field missions.

23. The major increase in the range and scope of the responsibilities entrusted to this Department makes it essential to strengthen its senior management structure with an additional Assistant Secretary-General. The Secretary-General proposes to redeploy for this purpose, the Assistant Secretary-General post currently in the Executive Office of the Secretary-General, heading the Protocol and Liaison Service. These functions will henceforth be exercised at the D-2 level, utilizing a post within the existing staffing table of the Executive Office of the Secretary-General.

Habitat

24. The Secretary-General has reviewed the experience of placing the United Nations Environment Programme (UNEP) and the United Nations Centre for Human Settlements (Habitat) under common executive direction. In the light of that experience, and taking into account views expressed by ACABQ and Member States, he has given further consideration to his proposal to abolish the post of Under-Secretary-General for UNCHS.

25. Following consultations, and taking into account the views expressed in the relevant intergovernmental forums, particularly resolution 14/19 of the Commission on Human Settlements, the Secretary-General has concluded that

provision should be made for a regular budget high-level post for UNCHS, in a way which would maintain Habitat under distinct senior management, and make it possible to derive maximum programmatic and administrative advantage from placing it under common executive direction with UNEP.

26. The experience of the past several months clearly shows that placing the two organizations under common executive direction can serve to enhance the contribution of the United Nations in general, and Habitat in particular, to advancing the crucial objective of sustainable development. This has been demonstrated inter alia by the interest expressed by concerned countries, including in the Commission on Sustainable Development, in the joint programming exercises undertaken by the two entities; their joint contribution to forthcoming global Conferences, including the World Conference on Small Island Developing Countries; and their joint actions in support of reconstruction and development in emergency situations. It is also apparent that common executive direction, as well as common administrative facilities, can release resources in support of programme activities. At the same time, the Secretary-General agrees on the desirability of maintaining, within these arrangements, a distinct identity for UNCHS.

27. On this basis, the Secretary-General wishes to propose the establishment of a regular budget Assistant Secretary-General post, replacing the current Under-Secretary-General post, to provide for a senior manager for UNCHS. An equivalent level post is available for the management of UNEP activities, particularly the UNEP Fund, under the overall direction of the Under-Secretary-General.

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ANNEX

United Nations Secretariat
High-Level Posts

		Current location of established high-level posts [1/]		Proposed distribution 1994-1995	
Section		USG	ASG	USG	ASG
1	Office of the Secretary-General and the United Nations Office at Geneva	1	3	1	2
3	Political Affairs	2	1	1	2
4	Peace-keeping operations and special missions	1	2 [1/]	1	3 [2/]
5	International Court of Justice	-	1	-	1
7	Legal activities	1	-	1	-
8	Department for Policy Coordination and Sustainable Development	1	1	1	1
9	Department of Economic and Social Information and Policy Analysis	1	-	1	-
10	Department of Development Support and Management Services	1	-	1	-
11A	United Nations Conference on Trade and Development	1	-	1	-

1/ As indicated in paragraph 79 of the Introduction to the Proposed Programme Budget 1994-1995 (A/48/6 (Part I)), the Secretary- General's initial submission reflected the location of established high-level posts as it stood following the adoption of General Assembly resolution 47/212B. The Secretary-General noted that he intended "to finalize and submit proposals with respect to the number and overall distribution of high-level posts, taking into account the views of Member States expressed in General Assembly resolution 47/212B, in time for consideration by the Assembly at its forty-eighth session."

2/ Includes one ASG in the field (United Nations Truce Supervision Organisation (UNTSO).

Section		Current location of established high-level posts [1/]		Proposed distribution 1994-1995	
		USG	ASG	USG	ASG
12A	United Nations Environment Programme	1	-	1	-
12B	United Nations Centre for Human Settlements (Habitat)	1	-	-	1
14	International Drug Control	1	-	1	-
15	Economic Commission for Africa	1	-	1	-
16	Economic and Social Commission for Asia and the Pacific	1	-	1	-
17	Economic Commission for Europe	1	-	1	-
18	Economic Commission for Latin America and the Caribbean	1	-	1	-
19	Economic and Social Commission for Western Asia	1	-	1	-
21	Human rights	-	1	-	1
22A	Office of the United Nations High Commissioner for Refugees	1	1	1	1
22B	United Nations Relief and Works Agency for Palestine Refugees in the Near East	1	1	1	1
23	Department of Humanitarian Affairs	1	-	1	-
24	Public Information	-	1	-	1
25	Administration and Management	1	4	1	2
31	Office of Inspections and Investigations	-	-	-	1
	Total	21	16	19	17